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Sessional Paper No. 10 of 1967

**PROPOSALS BY THE GOVERNMENT OF KENYA
FOR THE IMPLEMENTATION OF THE RECOM-
MENDATIONS CONTAINED IN THE REPORT OF
THE PUBLIC SERVICE SALARIES REVIEW COM-
MISSION 1967**

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1967

NOTE

The chapter headings and marginal references in this paper refer to the chapters and paragraphs in the Commission's report.

Sessional Paper No. 10 of 1967

Proposals by the Government of Kenya for the Implementation of the Recommendations contained in the Report of the Public Service Salaries Review Commission 1967

The report of the Commission was submitted to the Government on the 10th May 1967 and was published on the 1st August 1967.

2. The Government wishes to express its thanks to the Chairman and Members of the Commission for their valuable report and proposes to accept the majority of their recommendations. The object of this Sessional Paper is to set out in general terms the Government's views and proposals on the Commission's principal recommendations and the modifications proposed in respect of certain of them.

3. The Commission's recommendations affect officers serving on local conditions of service and, with the exception of recommendations dealing with housing and certain other allowances, will not apply to officers eligible for overseas leave passages. The "present" salary scales set out in this paper are the scales introduced as a result of the Pratt Commission's recommendations with effect from the 1st April 1964. There is a small number of officers serving on local conditions of service who have preferred to remain on the conditions of service in force before the 1st of April 1964 and provision for the application to them of the recommendations of the Public Service Salaries Review Commission will be included in the detailed instructions which will be issued later regarding the implementation of the new conditions.

4. The Commission did not make recommendations for new salary scales for uniformed ranks of the Kenya Police and the Prisons Department and the Government's proposals in respect of them are set out in paragraph 40 of this Paper.

DATE OF IMPLEMENTATION

5. The report of the Commission has been discussed with representatives of the Staff Sides of the Central Whitley Council and the Joint Industrial Council though it has not been possible to reach agreement on all the issues involved.

para. 17.

6. The Commission recommends the 1st July 1967 as the effective date of its recommendations. The Government proposes to accept this date so far as is practicable but will find it necessary to adopt later dates for the implementation of decisions on certain of the Commission's recommendations, e.g. on such matters as the segmentation of the "A" scale, allowances and the introduction of an early retiring age for an experimental period of five years.

Chapter II—Economic Background

7. The Government accepts the principal arguments and guide-lines advanced by the Commission in Chapter II and summarized in paragraphs 50, 56, 62 and 63 of the Report. It accepts as well the urgent need for a responsible incomes policy in Kenya and the important role of Government in making that policy effective.

8. The need for restraint on the part of all who receive incomes in Kenya, whether as wages, rents or profits, stems from three main considerations. First, it is a fundamental principle of African Socialism that high priority be given to achieving a wider distribution of the benefits of economic growth. This means that the urgent attention of Government must be given to raising the incomes of those making less than the annual average per capita income of K£38. Creating more jobs for the unemployed must take precedence over increasing the incomes of those already employed; raising the rural living standards is a more urgent matter than raising industrial wages; and within the Public Service, the needs of the lowest income earners must be given priority over those more fortunate.

9. Second, economic growth in Kenya is heavily dependent on our ability to sell agricultural and industrial products in other countries. Competition in world markets is severe and excessive increases in domestic costs will only decrease exports and domestic employment. Moreover, rising costs at home will encourage domestic consumers to turn increasingly to imported goods, further reducing employment opportunities at home.

10. Finally, the rate at which incomes increase depends on the ability of Government and the private sector to expand output through constructive development and investment expenditure. The portion of Government revenue that can be devoted to development expenditure must clearly be lower, the larger the amount of recurrent expenditure of which wages and salaries is the dominant item.

11. The Government is also impressed with the Commission's arguments that wage incomes have been increasing faster than other incomes; that average earnings in non-agricultural occupations have grown much more rapidly than earnings of agricultural workers; and that average earnings in the public sector have grown more rapidly than average earnings elsewhere in the economy. Moreover, as consumer prices have risen very modestly, real earnings have been growing almost as rapidly as money earnings. In these circumstances higher wages for public employees cannot be successfully defended on the grounds that their average earnings have fallen inequitably behind the average earnings of others.

12. The Commission has, however, pointed to other arguments for wage adjustments which the Government agrees must be seriously considered, namely the importance of high morale in the Civil Service, external competition for high level manpower, and the existence of specific inequities particularly among lower paid employees and those frozen at the top of certain pay scales.

13. The Government regards the last argument as particularly persuasive but in making adjustments to alleviate these inequities has also had to consider the cost in terms of employment opportunities for others. In making its decisions on the Commission's Report the Government has at every stage weighed carefully the claims of the deserving employed against the need to create more employment opportunities for the unemployed.

Chapter III—The Subordinate Service

14. The present salary scales for the Subordinate Service and the scales recommended by the Commission are as follows:— paras. 65-72.

<i>Grade</i>	<i>Present Salary Scales</i>	<i>Salary Scales Recommended by the Commission</i>
	<i>Shillings per month</i>	<i>Shillings per month</i>
III	120 × 15—150	130 × 15—160
II	170 × 20—210	185 × 20—225
I	235 × 20—255 × 25—280	250 × 20—275 × 25—300

The Government proposes to accept the Commission's recommendations for Grades III and II of the Subordinate Service, but finds it necessary to adjust the Grade I scale recommended by the Commission to Sh. 250 by 25 to 300 as the incremental rate of Sh. 20 in the Commission's scale does not lead to Sh. 275.

URBAN MINIMUM WAGE RATES

15. The Commission recommends that the minimum wage rates consisting of basic pay plus urban allowance payable to members of the Subordinate Service employed in the Nairobi Area and the Mombasa Municipality should be increased from Sh. 200 to Sh. 215 with similar increases for the other scheduled urban areas. The Government proposes to accept this recommendation and the new minimum wage rates for the urban areas consisting of basic pay plus urban allowance will therefore be as shown in the third column below:— paras. 73-74.

	<i>Present Rate</i>	<i>New Rate</i>
	<i>Sh. per month</i>	<i>Sh. per month</i>
Nairobi Area	200	215
Mombasa Municipality	200	215
Eldoret Municipality	191	206
Kitale Municipality	190	205
Kisumu Municipality	190	205
Thika Municipality	187	202
Nakuru Municipality	186	201
Nanyuki Urban Council	185	200
Nyeri Urban Council	185	200
Kericho Urban Council	180	195
Masaku Urban Council	172	187
The Area of the former Naivasha Township	170	185
Thomson's Falls Urban Council	166	181

URBAN MINIMUM WAGE RATES

para. 74.

16. The Government agrees with the recommendations that certain of the urban areas should be grouped together for the purposes of the payment of minimum wage rates in order to reduce the number of different rates and proposes that this matter should be discussed with the Staff Side of the Industrial Council.

GRADING

para. 76.

17. The Commission recommends that the establishment of Subordinate Service posts in the urban areas should be reviewed with a view to examining the possibility of upgrading a number of Grade II posts to Grade I but that no posts should be upgraded unless they contain a supervisory element. The present arrangements are that appropriate grades of the Subordinate Service are assigned by District Commissioners to the different types of employment in both the urban and rural areas, Grade I being normally restricted to supervisory posts or posts with special responsibility. The Government accepts the Commission's recommendation in principle for the upgrading of a number of Grade II posts, but does not consider that a special review of the establishment of Grade I posts in the urban areas is necessary since the appropriate time for reviewing establishments is when Ministries submit their proposals to the Director of Personnel and the Treasury for consideration for inclusion in the draft estimates of expenditure for the forthcoming financial year.

BONUS AWARDS FOR LONG SERVICE

para. 76.

18. The Commission recommends that a system of bonus awards be introduced whereby every member of the Subordinate Service irrespective of where he is serving or whether he is on temporary or permanent terms of service should be eligible, on completion of 10, 15, 20 or 25 years continuous service satisfactory to the Government, to a one-time cash payment award. The Commission suggests that an appropriate amount for such a bonus would be Sh. 200. It has been ascertained that the Commission intended that the bonus would be payable after completion of each subsequent period of five years up to a maximum of twenty-five years service; and that officers in the service at the date of implementation of the recommendation with ten or more years service would be eligible to receive a bonus and further payments at intervals of five years. The Commission has given no adequate reasons for this recommendation and the Government, after full and careful consideration, does not propose to accept it. It is considered that it would be difficult to restrict the payment of long service bonuses to this particular group of non-pensionable employees and, furthermore, that the principle itself is an undesirable one to introduce into the Civil Service. Members of the Subordinate Service are entitled to benefits from the National Social Security Fund to which the Government as their employer contributes.

Chapter IV—The Clerical and Analogous Services

SENIOR CLERICAL OFFICERS

para. 82.

19. The Government notes the Commission's views that a substantial volume of work can properly be assigned to Senior Clerical Officers instead of officers in the Executive grades and that a case exists for a

gradual increase in the number of the former posts as suitably qualified officers become available. The Government appreciates the point made by the Commission and will bear it in mind when considering requests for variations in establishments for inclusion in the annual estimates. This may, however, lead to a review of the Executive grades.

TRAINING AND SCHEMES OF SERVICE

20. The importance of on-the-job and in-service training has long been recognized by the Government and appropriate arrangements already exist in a number of Ministries and are gradually being extended. Some schemes of service have already been introduced and the Government agrees with the Commission that further schemes should be prepared incorporating provision for the passing of objective tests as a qualification for promotion. paras. 83-84.

NEW SALARY SCALES

21. The Government proposes to accept the Commission's recommendations for new salary scales for the Clerical and Analogous Services and for the G.10-7 scales of the Executive, Technical and General grades, as set out below:— para. 85.

	<i>Present Salary Scales</i>	<i>Salary Scales Recommended by the Commission</i>
	K£	K£
Ungraded Clerk (no new appointments are being made to this grade).	138.12 × 4.4—151.4: 157.4 × 6.6—163.10 × 7.10—193.10.	147 × 6—177 × 9—204
Junior Clerical Officer C4	163.10 × 7.10—201 × 8.16—227.8	171 × 6—177 × 9—240
Clerical Officer C3 ..	236 × 16—364	252 × 12—276 × 15— 306 × 18—378.
Higher Clerical Officer C2	380 × 20—500	396 × 18—450 × 24— 474 × 18—510.
Senior Clerical Officer C1	520 × 20—620	528 × 18—582 × 21— 624.
G10	163.10 × 7.10—201 × 8.16—227.8.	171 × 6—177 × 9—240
G10B	163.10 × 7.10—201	171 × 6—177 × 9—213
G10A	209.16 × 8.16—227.8	222 × 9—240
G9	236 × 16—380 × 20 —440.	252 × 12—276 × 15— 306 × 18—450.
G9B	236 × 16—332	252 × 12—276 × 15— 306 × 18—342.
G9A	348 × 16—380 × 20 —440.	360 × 18—450
G8	460 × 20—580	474 × 18—582
G7	520 × 20—640	528 × 18—600 × 24— 648.

ARTISANS

para. 86.

22. The present salary scales and those recommended by the Commission for Artisans (other than Mechanics) are shown below:—

<i>Grade</i>	<i>Present Salary Scale</i>	<i>Salary Scale Recommended by the Commission</i>
	<i>K£</i>	<i>K£</i>
III	G10B .. 163.10—201	G10 .. 171—240
II	G10A .. 209.16—227.8	G9 .. 252—450
I	G9 .. 236—440 474—546

The Government has given careful consideration to the Commission's recommendations for salary scales for Artisans and has reached the conclusion that the scales recommended by the Commission are too high in relation to increases recommended for other groups of the Service. The following scales are therefore proposed in place of those recommended by the Commission.

		<i>K£</i>
Grade III ..	G10 ..	171—240
Grade II ..	G9B ..	252—342
Grade I ..	G9A ..	360—450

MECHANICS

23. The gradings recommended by the Commission for Mechanics namely Grade III—G10, Grade II—G9 and Grade I—G8 are the gradings already in force and no change is therefore necessary. The Government proposes to accept the recommendation that these gradings should also apply to Plant Operators. Appointment to the grades of Artisans and Mechanics will be dependent on the passing of the appropriate Trade Tests; and, in the case of Plant Operators, on the passing of Occupational Tests.

Chapter V—The Secretarial, Executive and Technical Services

PERIODS OF TRAINING FOR TECHNICAL GRADES

paras. 91-92.

24. The Government agrees that cases in which the period of training for technical grades exceeds three years should be reviewed with the intention of reducing the period wherever possible and proposes that, pending this review, the "D" scale should be retained at its present level being revised from £460 by £20 to £500 to £474 by £18 to £510 in line with the revised G8 scale.

LIBRARIANS AND LIBRARY ASSISTANTS

25. The Government agrees with the Commission's recommendations regarding Librarians and Library Assistants but considers the Librarians who have completed the full diploma course at Makerere should be eligible for direct appointment to the G4/3 scale and should not be required to serve for one year at the £603 point in the D scale. paras. 95-96.

NEW SALARY SCALES

26. The Government proposes to accept the Commission's recommendation for new salary scales for the Secretarial, Executive and Technical Services as set out below:— para. 97.

	<i>Present Salary Scales</i>	<i>Salary Scales Recommended by the Commission</i>
	K£	K£
<i>Copy Typist—</i>		
Grade III ..	236 × 16—268	252 × 12—276
Grade II ..	284 × 16—316	291 × 15—306 × 18—324.
Grade I ..	332 × 16—364	342 × 18—378
<i>Shorthand Typist—</i>		
Grade II ..	416.8 × 22.4—438.12 × 22.10—461.2 × 22.13 —597.	429 × 21—576 × 24—600
Grade I ..	633 × 24—657 × 30— 747 × 33—780 × 36— 816.	642 × 24—666 × 30— 756 × 33—789 × 36— 825.
<i>Personal Secretary—</i>		
Grade II ..	687 × 30—747 × 33— 780 × 36—816 × 39— 1,011.	696 × 30—756 × 33— 789 × 36—825 × 39— 1,020.
Grade I ..	855 × 39—1,128 × 42— 1,170.	864 × 39—1,137 × 42— 1,179.
G6 ..	600 × 20—640 × 30— 820.	603 × 21—624 × 24— 648 × 30—828.
G5 ..	670 × 30—820	678 × 30—828
G4 ..	700 × 30—880 × 36— 988.	708 × 30—888 × 36— 996.
G3 ..	850 × 30—880 × 36— 1,060.	858 × 30—888 × 36— 1,068.
G2 ..	1,096 × 42—1,348	1,104 × 42—1,356
G1 ..	1,390 × 52—1,598	1,398 × 54—1,614.

Chapter VI—The Administrative and Professional Services

SEGMENTATION OF THE "A" SCALE

27. The Government proposes to accept the recommendations of the Commission that the "A" Scale should be segmented as set out below and that officers should normally be required to spend a minimum of two years in the A3 segment before promotion to A2 and at least three years in A2 before proceeding to A1, subject to certain conditions paras. 98-101.

being fulfilled. The A3 and A2 segments will in most cases be a combined establishment and a fixed establishment of the total establishment will be graded A1. Officers who do not obtain special promotion to the A1 and A2 segments will be eligible to proceed by normal increments to the maximum of the "A" scale.

<i>Present "A" Scale</i>	<i>Segmentation Recommended by the Commission</i>
K£	K£
804 × 43—976 × 44—1,108 × 46—1,338 × 52—1,598 × 56—1,710 (Medical/Scientific extension—1,857 × 66—1,989).	A3 .. 810 × 42—978 A2 .. 1,023 × 45—1,158 × 48—1,398 A1 .. 1,446 × 51—1,548 × 54—1,710 (Medical/Scientific extension—1,857 × 66—1,989).

ENTRY POINTS INTO THE SEGMENTED "A" SCALE

para. 102-104.

28. The Government agrees in principle with the Commission's recommendations regarding entry points into the "A" scale but these will require detailed examination and modifications may be necessary.

Chapter VII

ALTERATIONS TO SUPERSCALE SALARIES

para. 107.

29. The Government does not propose to accept the Commission's recommendations for alterations to superscale salaries which were framed with a view to making it possible to express monthly rates of pay in exact amounts of shillings.

COMPARATIVE REMUNERATION OF PERMANENT SECRETARIES AND CHIEF PROFESSIONAL OFFICERS OF MINISTRIES

para. 108.

30. The Commission draws attention to the fact that in some Ministries the chief professional officers (i.e. Heads of Departments) receive salaries as large as, or greater than those of the Permanent Secretaries and suggests that the Government may consider the desirability of commissioning a separate inquiry into the matter. The Government has considered the point raised by the Commission and proposes that the salaries of those posts of Head of Department now graded at K£2,800 (i.e. the same level as Permanent Secretaries) should remain at that level, and that the salary of the post of Director of Medical Services should be regraded from K£2,900 to K£2,800. The new salary level of K£2,800 would apply only when a new appointment is made to the post but the existing substantive holder would continue to draw the present salary of K£2,900 as personal to himself.

SALARY OF THE POST OF PERMANENT SECRETARY, OFFICE OF THE PRESIDENT

para. 109.

31. The Commission recommends that the duty allowance of K£100 per annum payable to the Permanent Secretary, Office of the President (who is also the Secretary to the Cabinet and Head of the Civil Service), should be consolidated with his salary of K£2,900 and should be

increased by a further K£120, thus becoming K£3,120. The Government proposes that the salary of the post of Permanent Secretary, Office of the President, should be fixed at K£3,100, not K£3,120, in view of the proposal in the above paragraph not to accept the Commission's recommendations for alterations to levels of superscale salaries with a view to expressing monthly rates of pay in exact amounts of shillings.

SALARIES OF THE POSTS OF PERMANENT SECRETARY AND DEPUTY PERMANENT SECRETARY, MINISTRY OF FINANCE

32. The Government proposes that the salaries of the posts of Permanent Secretary and Deputy Permanent Secretary, Ministry of Finance, should remain at their present levels of K£2,900 and K£2,800 respectively. para. 110.

SALARIES OF JUDGES RECRUITED FROM THE LOCAL BAR

33. The Commission states that it sees no objection to the salary of Judges recruited from the local bar being increased from K£2,900 to K£3,000 or K£3,100 if this would be sufficient to attract local practitioners. The Commission also recommends that consideration should be given to amending the pensions legislation to enable Judges to earn pensions at a higher rate than is now permissible with a view to making it possible for leading members of the Bar to accept appointment as a Judge at a comparatively advanced age and still earn a worthwhile pension. The Government considers that the Commission's recommendations have merit but is unable to commit itself without further examination of the implications as to how they should be implemented. para. 111.

SALARIES OF CERTAIN OTHER POSTS

34. It is proposed to accept the recommendation of the Commission for an increase in the salary of the posts of Chief Planning Officer, Engineer-in-Chief and Chief Education Officer to the level of a major Head of Department, i.e. K£2,800. It is also proposed to accept the recommendation of the Commission that the salary of the post of Chief Statistician should be increased from K£2,175 to K£2,400. para. 111A

Chapter VIII—Detailed Recommendations Regarding Particular Ministries and Departments

35. The Government agrees in general with the principles of the Commission's recommendations for gradings of individual posts. These will, however, require detailed examination before decisions can be taken on the gradings involved. Reference is, however, made below to certain of the Commission's recommendations to which it is considered that particular attention should be drawn in this paper.

CREATION OF POSTS OF DEPUTY PROVINCIAL COMMISSIONER

36. The Commission recommends the creation of a new grade of Deputy Provincial Commissioner on a salary of £2,400 in order that an officer of this rank may be posted to each Province as the need arises. The Government has carefully considered the Commission's recommendation and accepts that there is need for posts of para. 117.

Deputy Provincial Commissioner. The Government, however, does not consider that the proposed grading of K£2,400 would be justified and, therefore, proposes that these posts should be established at K£2,175.

DISTRICT ASSISTANTS AND SENIOR DISTRICT ASSISTANTS

para. 129.

37. The Government proposes to accept the recommendations of the Commission that the posts of District Assistant and Senior District Assistant should retain their present gradings which are G4/3 and G2 respectively.

CHIEFS AND SUB-CHIEFS

paras. 130-131.

38. The Government proposes to accept the recommendation of the Commission that the number of Chiefs and Sub-Chiefs should be reduced from ten to five on the salary scales shown below.

<i>Present Grades and Salary Scales</i>	<i>Grades and Salary Scales Recommended by the Commission</i>
K£	K£
<i>Sub-Chief Grade III—</i> 55 × 4—87 × 5—117: 163.10 × 7.10—201.	
<i>Sub-Chief Grade II—</i> 87 × 5—117: 163.10 × 7.10—201.	<i>Sub-Chief Grade II—</i> 90 × 6—162
<i>Sub-Chief Grade I—</i> 163.10 × 7.10—201 × 8.16—227.8.	<i>Sub-Chief Grade I—</i> 171 × 7—178 × 8—186 × 9—240.
<i>Chief Grade III—</i> 163.10 × 7.10—201 × 8.6—227.8.	<i>Chief Grade III—</i> 264 × 12—276 × 15—306 × 18—396.
<i>Chief Grade II—</i> 236 × 76—364	<i>Chief Grade II—</i> 414 × 18—450 × 21—492 × 18—600.
<i>Chief Grade I—</i> 380 × 20—500	<i>Chief Grade I—</i> 678 × 30—888 × 36—1,068
<i>Chief Special Grade IV—</i> 380 × 20—500	
<i>Chief Special Grade III—</i> 460 × 20—580	
<i>Chief Special Grade II—</i> 670 × 20—820	
<i>Chief Special Grade I—</i> 850 × 30—880 × 36—1,060	

ADMINISTRATION POLICE

39. The Government proposes to accept the recommendation of the Commission for new salary scales for the Administration Police as shown below:— para. 132.

	<i>Present Salary Scales</i>	<i>Salary Scales Recommended by Commission</i>
	K£	K£
Constable	114 × 3—150	135 × 3—171
Corporal	154 × 4—194	177 × 3—198 × 6—216
Sergeant	200 × 6—254	222 × 6—276
Senior Sergeant ..	262 × 8—302	282 × 9—327
Sergeant Major ..	314 × 12—338	336 × 12—360

UNIFORMED RANKS OF THE KENYA POLICE AND THE PRISONS DEPARTMENT

40. The salaries of the Civil Service as a whole, including the uniformed ranks of the Kenya Police and the Prisons Department, were last revised with effect from the 1st April 1964 but the Police and Prisons were granted a further revision as from the 1st April 1966. The Commission makes no recommendation for changes in salaries for the uniformed ranks of the Police and Prisons but makes it clear that, in its view, any improvements in the salaries of these Services should be in line with those it recommends for the rest of the Civil Service. The salary scales for the Police and Prisons which were introduced as from the 1st April 1966 have been examined in the light of the Commission's view and it has been concluded that the revision awarded to them from that date places them in general in a slightly more advantageous position than the rest of the Civil Service under the Commission's recommendations. No adequate grounds can, therefore, be adduced for a further general revision of Police and Prisons salary scales but it is considered that a case exists for variations in scales for Police Constables and Corporals, and Prisons Wardens, Lance-Corporals and Corporals as follows:— para. 169-170.

Police

Constables: K£153 by K£3.6 to K£209.2 (present scale K£151.10 by K£3.3 to K£205.1).

Corporals: K£209.8 by K£4.4 to K£247.4 (present scale K£205.4 by K£4.4 to K£247.4).

Prisons

Warders: K£153 by K£3.6 to K£192.12 (present scale K£151.10 by K£3.3 to K£189.6).

Lance-Corporals: K£169.10 by K£3.6 to K£209.2 (present scale K£167.5 by K£3.3 to K£205.1).

Corporals: K£209.8 by K£4.4 to K£247.4 (present scale K£205.4 by K£4.4 to K£247.4).

In addition it is also proposed to remove an anomaly which exists with regard to the grading of posts of Provincial Police Officer. At present the smaller Provinces are commanded by Senior Superintendents of Police who are on the salary scale of K£1,457-1,613, and the larger Provinces are commanded by officers of the rank of Assistant Commissioner of Police on the salary scale of K£1,839-1,989. It is proposed that all Provincial Police Officers should be officers of the rank of Assistant Commissioner of Police.

KENYA INSTITUTE OF ADMINISTRATION

para. 133.

41. The Commission recommends that the post of Vice-Principal of the Kenya Institute of Administration should be regraded to Deputy Principal on a salary of K£2,175, that a new post of Administrative Secretary be created in the G1 scale and that heads of the Public Administration and Local Government Departments should be regraded from G1 to lower superscale. A review of the gradings of the senior posts at the Institute has recently been undertaken and it has been decided that there should be a post of Administrative Secretary on lower superscale but no post of Vice-Principal, and that the heads of the Public Administration, Local Government and Executive Departments should be regraded to lower superscale.

Chapter IX—Housing

INCREASED RENTS OF GOVERNMENT QUARTERS

para. 257 (1).

42. The Government considers that difficulties may be encountered in applying the Commission's recommendations that rents of Government quarters should be increased over a period of time to an economic level and that a housing allowance should be payable to officers occupying them which would eventually be incorporated with salary. However, the Commission does not propose any immediate action in this matter and consideration will be given to the arrangements it proposes.

"ESSENTIAL QUARTERS"

para. 257
(5) & (6).

43. The Government notes the recommendations of the Commission that quarters at remote stations and at essential Government installations and institutions should be designated as "essential quarters" for which the economic rents recommended by the Pratt Commission should apply. It is proposed that this matter should be left in abeyance until decisions are taken on the question referred to in the preceding paragraph.

PRIVATELY RENTED QUARTERS

para. 257 (9).

44. The Government proposes to accept the recommendations of the Commission that the maximum monthly rentals for privately rented quarters that are taken into account in assessing claims for

unfurnished accommodation should be varied from the rates in column (iii) to the rates in column (iv) of the following table:—

<i>Officers on the Under-mentioned Annual Basic Salaries</i>		<i>Maximum Monthly Rentals to be Considered in Assessing Claims for Unfurnished Accommodation</i>	
(i)	(ii)	(iii)	(iv)
<i>Present Salaries</i>	<i>Salaries Recommended by the Commission</i>	<i>Present Maxima</i>	<i>Maxima Recommended by the Commission</i>
		<i>Sh.</i>	<i>Sh.</i>
	K£1,839 and over ..	730	950
K£1,390 and over ..	K£1,398 and over but under K£1,839.	730	850
K£1,060 and over but under K£1,390.	K£1,068 and over but under K£1,398.	620	700
K£820 and over but under K£1,060.	K£828 and over but under K£1,068.	510	600
K£640 and over but under K£820.	K£648 and over but under K£828.	370	400
K£620 and under ..	K£624 and under ..	310	310

HOUSE ALLOWANCE FOR OFFICERS LIVING IN THEIR OWN HOUSES

45. The Government proposes to accept the recommendation that in the case of officers living in their own houses, the percentage of the capital cost of buildings and land which is taken into account in assessing house allowance should be increased from 10 per cent to 15 per cent. para. 257 (10).

HOUSE ALLOWANCE FOR THE SUBORDINATE SERVICE

46. The Commission makes no recommendation for changes in the rates of house allowance payable to members of the Subordinate Service when not living in Government quarters. This matter has recently been under consideration and it is proposed that rates of

house allowance for the Subordinate Service should be varied as shown in the table below.

<i>Areas in which Staff are Employed</i>	<i>Present Rates</i>	<i>New Rates</i>	<i>Present Rates</i>	<i>New Rates</i>
	<i>Staff Aged 21 Years and Over</i>	<i>Staff Aged 18 Years and Over</i>	<i>Other Employees</i>	
	<i>Sh. p.m.</i>	<i>Sh. p.m.</i>	<i>Sh. p.m.</i>	<i>Sh. p.m.</i>
<i>(a) Urban Areas:</i>				
Nairobi Area	35	50	17/50	25
Mombasa Municipality ..	35	50	17/50	25
Eldoret Municipality ..	26	37	13	18/50
Kitale Municipality ..	30	43	15	21/50
Kisumu Municipality ..	30	43	15	21/50
Thika Municipality ..	26	37	13	18/50
Nakuru Municipality ..	26	37	13	18/50
Nanyuki Urban Council ..	26	37	13	18/50
Nyeri Urban Council ..	26	37	13	18/50
Kericho Urban Council ..	26	37	13	18/50
Masaku Urban Council ..	30	43	15	21/50
The Area of the former Naivasha Township.	30	43	15	21/50
Thomson's Falls Urban Council.	26	37	13	18/50
<i>(b) Rural Areas:</i>				
Lamu	20	29	12	17
Other areas	15	21	10	14

HOUSE ALLOWANCE FOR FEMALE MEMBERS OF THE SUBORDINATE SERVICE

paras. 258-260.

47. It is proposed that female members of the Subordinate Service should be paid the same rates of house allowance as men with the provisos:

- (a) that a married woman whose husband has been provided with a Government quarter suitable for himself and his wife will not be eligible for house allowance; and
- (b) that a married woman separated from her husband or who is the sole supporter of her family will be eligible for house allowance if she provides acceptable evidence to this effect.

Chapter X—Public Holidays

48. It is not proposed to accept the recommendations that public holidays falling within a period of leave should not count against earned leave. It is considered that the existing leave rates are sufficiently generous without any further concession being made. paras. 261-262.

ACCUMULATION OF LEAVE

49. The Commission recommends that all officers should be required to take at least 14 days' leave a year. The Government expects officers to take all their leave annually but it appreciates that some officers find it impracticable to do so. The Government proposes to accept the recommendation of the Commission that the present arrangement whereby leave accumulated in excess of 60 days as at the 31st July 1968 will be forfeited should be replaced by an arrangement whereby leave accumulated in excess of 90 days as at the 31st December 1968 will be forfeited. paras. 263-265.

COMMUTATION OF LEAVE FOR CASH

50. The Government proposes to accept the recommendation of the Commission that superscale officers should be allowed to commute for cash leave accumulated by them in excess of 60 days. Such leave will be commuted at the full rate of salary drawn on the effective date in respect of officers' substantive appointments. para. 265.

MATERNITY LEAVE

51. Married women officers are at present eligible for a maximum of three months unpaid maternity leave though they may as an alternative utilize any leave on full pay which is due to them. The Commission recommends that no alteration should be made to the practice of granting married women a maximum of three months unpaid maternity leave and the Government proposes to accept this recommendation. The Commission did not refer to maternity leave for unmarried women officers. Such officers are at present not granted maternity leave and are normally required to resign except in certain cases when they are bonded to work for the Government for specified periods following their training at Government's expense. The Government proposes that, in future unmarried women officers may be granted maternity leave as for married women but not as a rule more than once. para. 271.

TRAVELLING ON LEAVE

52. The Government accepts the recommendation of the Commission that officers travelling on accumulable leave once every two years should be allowed to claim the cost of return bus fares at a rate not exceeding -/15 cents a mile from their place of work to their homes. This privilege would be subject, as at present, to the present definition of "home" (namely the administrative district location headquarters of officers' places of domicile) being retained and to officers being required to take the full leave due to them. para. 272.

Chapter XI—Allowances

ENTERTAINMENT ALLOWANCE

paras. 273-278.

53. The present rates of entertainment allowance and the rates recommended by the Commission are set out in the table below:—

	<i>Present Rates</i>	<i>Rates Recommended by the Commission</i>
	<i>K£ per annum</i>	<i>K£ per annum</i>
Permanent Secretary, Office of the President.	120	240
Provincial Commissioners:		
Coast Province	480	480
Rift Valley Province ..	250	250
Central Province	220	250
Nyanza Province	220	250
Western Province	220	250
Eastern Province	220	250
North-Eastern Province	100	200
District Commissioners:		
Mombasa	200	200
Nairobi	100	100

The Government proposes to accept the Commission's recommendations for rates of entertainment allowance subject to the following modifications:—

- (a) The rate for the Provincial Commissioner, North-Eastern Province, to be increased from K£200 to K£250 per annum.
- (b) The rate for the District Commissioner, Mombasa, to be decreased from K£200 to K£100 per annum.
- (c) Permanent Secretaries to be paid an allowance at the rate of K£120 per annum. These officers (with the exception of the Permanent Secretary, Office of the President) are not at present paid any entertainment allowance.

The Government also proposes that action should be taken for entertainment allowances to be excluded from chargeable income for the purpose of assessment of income tax.

SUBSISTENCE ALLOWANCE PAYABLE TO OFFICERS TRAVELLING ON DUTY IN COUNTRIES OVERSEAS

para. 279.

54. The Commission considers that it would be more satisfactory if the Government were to compile its own rates of allowances payable to officers travelling on duty overseas on the basis of information supplied by its overseas missions and other appropriate sources instead of using the United Kingdom Estacode rates. This matter has been reviewed since the Commission made its recommendation and rates of allowances have been introduced to replace the Estacode rates.

HOSPITALITY ALLOWANCE

55. (a) The Government proposes to accept the Commission's recommendations for increased rates of hospitality allowance as shown below with the modifications that the rate for officers on salaries of under £474 should be increased, and that a higher rate should be payable to officers on salaries of £1,839 and over as shown in subparagraph (b) below:—

para. 280.

<i>Present Salaries</i>	<i>Salaries Recommended by the Commission</i>		<i>Break-fast</i>	<i>Lunch</i>	<i>Dinner</i>	<i>Bed</i>	<i>Total</i>
<i>K£</i>	<i>K£</i>		<i>Sh.</i>	<i>Sh.</i>	<i>Sh.</i>	<i>Sh.</i>	<i>Sh.</i>
916 and over	924 and over	<i>Present</i> ..	3/-	4/-	4/-	9/-	20/-
		<i>Recommended</i>	4/-	6/-	8/-	7/-	25/-
460 and over but under 916.	474 and over but under 924.	<i>Present</i> ..	1/50	2/-	2/-	4/50	10/-
		<i>Recommended</i>	2/-	4/-	5/-	4/-	15/-
Under 460	Under 474	<i>Present</i> ..	1/-	1/-	1/-	2/-	5/-
		<i>Recommended</i>	1/-	2/-	2/-	2/-	7/-
		<i>Proposed</i> ..	1/50	2/-	2/50	2/-	8/-
(b)	1,839 and over.	<i>Present</i> ..	3/-	4/-	4/-	9/-	20/-
		<i>Proposed</i> ..	4/-	6/-	9/-	9/-	28/-

SAFARI OUTFIT ALLOWANCE

56. The Government proposes to accept the recommendation of the Commission that the rate of Safari Outfit Allowance should be increased from £20 to £30.

para. 281.

DISTURBANCE ALLOWANCE

57. The Commission recommends—

para. 282.

- (a) that the rate of disturbance allowance should be increased from 1/60th to 1/50th of the basic salary or Sh. 50 whichever is the higher; and
- (b) that this allowance should be payable to all officers, including members of the Subordinate Service, with the specific exception of field officers who live in movable accommodation such as portable huts, tents or caravans.

The Government proposes to accept the recommendation for an increase in the rate of disturbance allowance but does not propose to extend the application of this allowance to officers other than those who already qualify for it. To do so, would involve considerably increased expenditure which could not be justified in view of the fact that the majority of the officers concerned, namely Police Officers below the rank of Sub-Inspector and Prison Officers below the rank of Principal Officer, suffer little additional out-of-pocket expense as a result of transfers from one station to another which are considered to be inherent in the nature of their normal duties.

ADMINISTRATION POLICE ALLOWANCE

para. 284.

58. The Government proposes to accept the recommendation of the Commission that the special allowance of Sh. 20 per month payable to Administration Police when stationed in Nairobi, Mombasa or other "settled" areas should be abolished consequent on the introduction of increased salary scales.

FRONTIER ALLOWANCE AND FAMILY SEPARATION ALLOWANCE

para. 285.

59. The Commission has recommended that these allowances should be payable with salary and that certain adjustments should be made to the rates of Frontier Allowance to enable it to be amalgamated with the Family Separation Allowance in appropriate cases. The Government appreciates the desirability of paying these allowances with salary and this is already done in certain cases. The question of extending this arrangement and whether it consequently will be necessary to adjust the rates of Frontier Allowance will be examined.

HOUSE-TO-OFFICE MILEAGE ALLOWANCE

paras. 287-288.

60. The Commission recommends that, in view of the fact that house-to-office mileage allowance is normally not payable to officers serving on the present (i.e. the "Pratt") conditions of service, the special arrangement whereby it is payable to officers living at the Kenyatta College, Kahawa, who are not employed there, should be reviewed with the intention of abolishing it. This special arrangement was introduced only recently as an inducement to officers to live in Government quarters at the College which would otherwise be left unoccupied and the Government considers that it would be premature to withdraw it. A similar arrangement applies to officers occupying Government quarters at Ngong. It is proposed to review the necessity for the continuance of these allowances in a year's time.

MOTOR VEHICLE MILEAGE ALLOWANCE

para. 289.

61. The Government proposes to accept the recommendation of the Commission that up-to-date figures should be prepared regarding the cost of running motor vehicles which would form a basis for negotiation in Central Whitley Council regarding the rates of mileage allowance payable to officers when using their own vehicles on duty.

DUTY ALLOWANCE

para. 291-293.

62. The Government does not propose to accept the recommendation of the Commission that the responsibility for approving duty allowances should be delegated to Permanent Secretaries as it is considered that requests for the payment of these allowances should continue to be referred to the Director of Personnel in order that uniformity may be obtained.

DUTY ALLOWANCE FOR DISTRICT COMMISSIONERS

para. 294.

63. The Government does not propose to accept the recommendation of the Commission for the abolition of duty allowance payable to District Commissioners consequent on the proposal in paragraph 27 above to segment the "A" scale, as the overall effect in many

cases would be to place officers in a worse financial position than at present, even taking into account the fact that they may progress faster in the "A" scale than under the existing arrangements. It is proposed to retain duty allowances for District Commissioners but to abolish the arrangement whereby the rate of allowance varies according to the classification of the District since this poses problems regarding postings; it is proposed that in future there should be one rate for all Districts varying as at present according to salary. The present and proposed future rates are as follows:—

<i>Present Rates of Duty Allowance for District Commissioners</i>			<i>Proposed Rates of Duty Allowance for District Commissioners</i>		
<i>Salary of Officer</i>	<i>Rates of Allowance</i>			<i>Salary of Officer</i>	<i>Rates of Allowance</i>
<i>K£ per annum</i>	<i>K£ per annum Districts</i>			<i>K£ per annum</i>	<i>K£ per annum</i>
	<i>"A"</i>	<i>"B"</i>	<i>"C"</i>		
1,390 or under ..	360	270	180	1,398 or under ..	270
1,391–1,442 ..	300	225	160	1,399–1,446 ..	225
1,443–1,494 ..	240	180	140	1,447–1,497 ..	180
1,495–1,546 ..	192	168	120	1,498–1,548 ..	168
1,547–1,598 ..	144	120	96	1,549–1,602 ..	120
1,599–1,654 ..	96	72	48	1,603–1,656 ..	72
1,655–1,710 ..	48	36	24	1,657–1,710 ..	36

ALLOWANCE WHEN UNABLE TO OCCUPY QUARTERS ON FIRST APPOINTMENT OR RETURN FROM LEAVE

64. The Government does not propose to accept the recommendation of the Commission that officers who are unable to obtain accommodation on first appointment, transfer or return from leave should be allowed to claim hotel expenses for a period of up to thirty days instead of the present maximum period of ten days. Officers can claim house allowance after the first ten days and it is considered that the present arrangement is fair.

para. 295.

Chapter XII—General Considerations Affecting Morale and Efficiency in the Public Service

CIVIL SERVICE ACT

65. The Commission states that it had been represented to it that there was need to give the Civil Service a legal identity with a view to enhancing the status and prestige of the public servant. The

para. 297.

Commission's views on this matter are that legislation is not an appropriate means for achieving such an objective and that the relevant sections of the Constitution, the Public Service Commission Act and regulations thereunder represent adequate legal provision for the Civil Service. The Government agrees with the Commission's view so far as the status of the Civil Service is concerned but considers that there is a real need for legislation under which the responsibilities and functions of civil servants may be defined in detail. The Government therefore proposes to take steps to introduce the legislation it considers necessary.

NEGOTIATING MACHINERY

paras. 299-304.

66. The Government is entirely in agreement with the views expressed by the Commission regarding the importance of consultation with the Staff Side of the Central Whitley Council and proposes to take steps, after discussion with the Staff Side, with a view to improving the working of the existing negotiating machinery. A senior officer of the Directorate of Personnel has recently been made available to undertake the duties of Official Side Secretary to the Central Whitley Council and also to the Joint Industrial Council.

EMPLOYMENT OF MARRIED WOMEN

para. 305.

67. The Government proposes to accept the recommendation of the Commission that married women should in future be employed on contract or temporary terms of service and that married women who are now serving on pensionable terms should be given the option of conversion to contract or temporary terms.

OFFICE HOURS

para. 313.

68. The Government does not propose to accept the Commission's suggestion that administrative arrangements should be introduced to enable officers to have at least one Saturday morning off in each month as it considers that the present arrangements for officers to have time off are adequate.

INCOME TAX

para. 314.

69. The Government does not propose to accept the recommendation of the Commission that consideration should be given to allowing payment of Graduated Personal Tax and National Hospital Insurance Fund contributions to be deducted from chargeable income for the purpose of assessment of Income Tax. Obviously, such a concession could not be restricted to the Public Service and could not be granted to the community as a whole without a considerable loss of revenue.

RETIREMENT BEFORE REACHING THE AGE OF FIFTY

paras. 323-326.

70. The Commission recommends that, for an experimental period of five years, a pensionable officer should be allowed to retire without forfeiting retirement benefits after completing ten years' service or

attaining the age of 45 provided that the Government and the officer mutually agree that he should be allowed to do so. The Commission further recommends that an officer retiring in such circumstances should be given the option of having his pension "frozen" until he reaches the age of 50 or of commuting it for a cash payment at the date of his retirement. The Government, while appreciating the reasons for the Commission's recommendations and accepting them in principle, does not consider that it would be in the public interest to apply them to all grades of officers. The Government therefore proposes that, for an experimental period of five years, or for such shorter period as the Government may decide in the light of experience, a superscale officer who has not reached the minimum age of retirement which is fifty years of age, may be allowed to retire or may be required to retire on completion of not less than ten years' service or after attaining forty-five years of age, if the President so directs. An officer who is allowed to retire under this rule would be eligible for retirement benefits in accordance with the pensions law, namely a pension or reduced pension and gratuity if he has ten or more years' service or a gratuity if he has less than ten years' service. All requests to be allowed to retire would be considered on their merits in relation to the particular circumstances and would not necessarily be accepted.

RETIREMENT WITH GRATUITY OF NON-PENSIONABLE EMPLOYEES AFTER SEVEN YEARS' SERVICE

71. The Commission recommends that the provision of the Pensions Regulations which allows for payment of a gratuity to a non-pensionable employee who retires after seven years service on the grounds of ill-health, public interest, abolition of office or reorganization, should in future be interpreted broadly to allow any such employee to retire with a gratuity by mutual agreement in the public interest. This provision of the Pensions Regulations in fact applies only to employees who were in the Service before the 1st of April 1966 as it was not considered appropriate to retain it for new employees consequent on the institution of the National Social Security Fund. The Government does not consider that the arrangement recommended by the Commission would be in the best interests of employees who may be tempted to leave the Service for the sake of an immediate cash reward and would probably expect to be re-employed at a later date. It is therefore not proposed to accept the Commission's recommendation in this matter.

para. 327.

Chapters XIV and XV—Salaries of Teachers and Other Conditions in the Teaching Service

72. The Government proposals on the Commission's recommendations regarding salaries and other conditions in the Teachers Service are set out in Sessional Paper No. 11 of 1967. The salaries proposed in that paper will also apply to Teachers in the Ministry of Education and other Ministries who are Civil Servants.

Chapter XVI—Local Government Personnel

LOCAL GOVERNMENT SALARY STRUCTURE AND OTHER CONDITIONS OF SERVICE

para. 389.

73. Whilst the Government had hoped that the Salaries Commission, though unable to make detailed recommendations for conditions of service for Local Government personnel, would within its terms of reference have made recommendations that could have been adapted to the needs of the various authorities, it appreciates the point made by the Commission that negotiations at national level between representatives of the authorities and the Kenya Local Government Workers' Union are an essential preliminary step.

CONSULTATIVE COMMITTEE

para. 390.

74. The Government proposes to accept the recommendation of the Commission that a Consultative Committee be established, consisting of representatives of the Local Government authorities and the Kenya Local Government Workers' Union, which will conduct negotiations at a national level in order to reach agreement on recommendations to be made to the proposed Local Government Service Commission as regards salary scales and other conditions of service for Local Government personnel. The Government agrees with the Commission's recommendation that Local Government Authorities should be classified into various grades for the purpose of salary scales and other conditions of service and proposes that the detailed application of such conditions should be made the responsibility of the Local Service Commission.

BOARDS OF INQUIRY

para. 391.

75. The Government proposes to accept the recommendation of the Commission that the Minister for Local Government should be empowered, if the consultative Committee fails to reach agreement, to appoint a Board of Inquiry to make recommendations regarding the matter under dispute and should be empowered to determine it on the basis of the report after holding discussions with both parties.

REMUNERATION COMMITTEE

para. 392.

76. (a) The Commission recommends that a Remuneration Committee should be established which would review any agreement reached in the Consultative Committee between representatives of the Local Authorities and the Kenya Local Government Workers' Union and should recommend to the Minister whether they should be approved or modified taking into account national wages and incomes policy approved by Parliament and the level of salaries in the public sector. The Commission suggests that, while it would not be appropriate for the Remuneration Committee to deal with matters which had been considered by a Board of Inquiry, the Minister should be required to consult the Committee in such cases.

(b) After careful consideration of these recommendations, the Government has come to the conclusion that the establishment of a Remuneration Committee would unnecessarily complicate the process of reaching agreement and arriving at decisions regarding conditions

of service for Local Government staff. The Government therefore proposes that the Local Government Service Commission which it is intended to establish should be given the powers which the Salaries Commission recommends should be given to a Remuneration Committee.

STATUTORY POWERS AND NEGOTIATING MACHINERY

77. The Commission recommends that the determination of conditions of service for Local Government Staff should be given statutory authority and should be outside the "normal industrial negotiating machinery". The Government proposes to accept this recommendation with the modification that, though the Minister for Local Government should be empowered to settle disputes, the parties concerned may, if they wish to do so, refer the points at issue to the Minister for Labour in accordance with the provisions of the Trade Disputes Act 1964 not less than a year after the Minister for Local Government has taken his decision.

para. 394.

LOCAL GOVERNMENT SERVICE COMMISSION

78. The Commission recommends the establishment of a Local Government Service Commission and it is the intention of the Government to institute such a Commission with wide powers as will be set out in a sessional paper dealing with the recommendations of the Local Government Commission of Inquiry 1965 which will shortly be presented to Parliament.

para. 397.

Chapter XVII—Staff of Statutory Boards

79. The Commission points out the variations in salaries and other conditions of service of staff of the Statutory Boards, giving examples of the disparities that exist, and recommends that a special unit should be established with a view to co-ordinating the conditions of service. The Government recognises the existence of this problem and the need for the adoption of a definite policy based on settled principles if a permanent and satisfactory solution is to be found. An inquiry is now being undertaken into the conditions of service of staff of the Boards but these are very diverse matters and a great deal of research remains to be done. Nevertheless, the Government deems it appropriate that it should indicate briefly in this paper what principles it considers should be applied to the major issues involved.

80. The Government holds the view that the salary scales of the Statutory Boards should be uniform and should be based on the salary structure of the Civil Service. All posts should be graded in relation to posts of comparable responsibility in the Civil Service; this does not mean that in the Government's view the salary scales should be identical with those in the Civil Service as it may be necessary to take into account the value of superannuation benefits and subsidized housing for which Civil Servants are eligible. Nor does this mean that the Boards should necessarily be precluded from negotiating conditions of service in special cases in which it may be necessary to offer remuneration in excess of the normal salary approved for a particular post.

But the amount of salary to be paid in such cases should be the subject of prior consultation with the Ministry concerned and also the Director of Personnel. It is unnecessary to elaborate the point that, although the statutory authority to make a particular appointment may be vested in a Minister, the advice of the Director of Personnel in his capacity as the Government's principal adviser on salaries and conditions of service, should be sought in such cases.

81. As regards superannuation benefits for staff of Statutory Boards, the Government considers that individual superannuation and provident fund schemes where they exist should be discontinued. Subordinate Service employees are adequately provided for by benefits from the National Social Security Fund. A uniform superannuation scheme should be established for other employees with the exception of those employed on purely temporary terms or on a short term contract which may attract gratuity. Such a superannuation scheme should preferably make provision for the transfer or secondment of Civil Servants to the Boards.

82. The Government considers that leave granted to staff of Statutory Boards should normally be on an annual basis and should not be accumable.

83. As regards the provision of motor vehicles to staff of Statutory Boards and the payment of mileage allowance to those who use their vehicles on duty, the Government considers that the existing varying arrangements should be discontinued and the practices that apply in the Civil Service should be introduced in their place.

Financial Implications

84. The Commission has included estimates of the cost of implementing most of its recommendations. The Government estimates that the total cost of implementing its recommendations as modified in this paper and Sessional Paper No. 11 of 1967 regarding the Teachers' Service will amount to approximately K£2,000,000 per annum.